



**SUBJECT: GO Station Mobility Hubs Preferred Concepts: Aldershot GO, Burlington GO and Appleby GO**

**TO: Planning and Development Committee - Public Meeting**

**FROM: Planning and Building Department**

Report Number: PB-76-17

Wards Affected: All

File Numbers: 502-02-68

Date to Committee: December 4, 2017

Date to Council: December 11, 2017

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**Recommendation:**

Receive and file planning and building department report PB-76-17 regarding the preferred concepts for the GO Station Mobility Hubs: Aldershot, Burlington and Appleby GO.

**Purpose:**

The purpose of this report is to present the preferred concepts for the GO Station Hubs (Aldershot, Burlington and Appleby GO) for community and Council feedback and discussion. These preferred concepts are a key input into the creation of the Area Specific Plans (ASPs) for the three GO Station Mobility Hubs.

By undertaking secondary plans or Area Specific Plans (ASPs) for Burlington's Mobility Hubs, the City continues to implement the objectives of the Strategic Plan and Official Plan to direct intensification, achieve transit-supportive densities and develop pedestrian and transit-oriented mixed uses areas in the downtown Urban Growth Centre and at the City's key major transit station areas (i.e. the GO stations). The preferred concepts for the GO Station Mobility Hubs support the following objectives in the City's 2015-2040 Strategic Plan:

A City that Grows

- Intensification
- Focused Population Growth

A City that Moves

- Increased Transportation Flows and Connectivity

An Engaging City

- Good Governance
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## **Background and Discussion:**

In 2014, through the Official Plan Review process, the City along with consultants from Brook McIlroy completed the Mobility Hubs Opportunities and Constraints Study, which provided a high-level analysis of each of the City's Mobility Hubs and informed the development of the study areas for future Area Specific Planning work to be done in each of the Mobility Hubs.

The creation of Area Specific Plans (ASPs) for each of Burlington's four Mobility Hubs was identified as a key priority for City Council through the development of Burlington's 2015-2040 Strategic Plan.

In July 2016, Burlington City Council approved staff report PB-48-16 which outlined a work plan, allocation of staff resources and required funding to simultaneously develop four ASPs, one for each of Burlington's Mobility Hubs. The project was approved with unanimous City Council support and expeditious timelines that will culminate in the delivery of all four ASPs to City Council no later than June 2018.

In December 2016, the Mobility Hubs Team undertook a competitive Request for Proposals (RFP) process to retain a consulting team to assist with the development of ASPs for each of Burlington's four Mobility Hubs, with the goal of supporting the future redevelopment and intensification of these areas.

In April 2017, the Mobility Hubs team initiated the study publicly with a launch party followed by the beginning of a comprehensive public consultation program around the future vision for each of the Mobility Hubs.

In addition to achieving City Council's objectives for intensification and growth, the Mobility Hub ASPs will also support the objectives of Metrolinx's The Big Move, including the development of Regional Express Rail (RER) service, through the creation of complete communities with transit-supportive densities, as identified through the Province's Growth Plan for the Greater Golden Horseshoe and in the Region of Halton's Official Plan (2017).

Schedule 1 of The Big Move recognizes two Mobility Hubs in Burlington: the Downtown Mobility Hub is identified as an Anchor Mobility Hub and the Burlington GO Mobility Hub is identified as a Gateway Hub. In the City's New Official Plan, all three GO Stations and the downtown are identified as Mobility Hubs and as areas of strategic importance

to accommodate the City's future growth. Through this growth strategy, the City is also protecting the stable residential neighbourhoods.

### **Guiding Principles for GO Station Mobility Hubs Preferred Concepts**

The preferred concepts presented in this report are primarily intended to outline staff's recommendation, at a high level, for the location and distribution of building heights as well as preliminary streets, active transportation connections, parks and open space networks and the general location of community uses (or public service facilities) within the study boundaries.

To develop the preferred concepts for the Aldershot, Burlington and Appleby GO Mobility Hubs, staff created a common set of guiding principles which are applicable to each of the hubs and helped to inform and shape the development of the preferred concept for each hub. These guiding principles have been informed by public and stakeholder feedback received throughout the Mobility Hubs public consultation process for each hub to ensure that the concepts address matters that are important to the public.

These guiding principles are:

- Directing the highest intensity to areas in close proximity to major transit stations and to current or planned frequent transit corridors;
- Minimizing shadowing impacts on public parks and open spaces and low density established residential neighbourhoods;
- Providing height transitions to established low density residential neighbourhoods outside of the hub boundaries;
- Providing increased permeability for active transportation options to and from GO stations;
- Providing recognition of existing cultural heritage resources;
- Creating feasible opportunities for new parks and open spaces to serve current and future residents and employees in each area;
- Identifying new and existing streets and other linkages to serve as key green, active transportation corridors to facilitate improved connectivity within, to and from the hubs;
- Creating new parks and open spaces that integrate with and enhance the existing city-wide parks and open space system;

- Providing a level of intensity to attract new retail and commercial functions to serve current and future residents and employees;
- Recognizing existing employment functions and providing for a variety of new and expanded employment and commercial opportunities;
- Identifying opportunities for a broad range of future public service facilities in locations that provide the greatest access to future residents and in locations that provide the greatest flexibility to accommodate a variety of functions and uses; and
- Planning for a variety of housing forms to attract a broad range of demographics.

In addition to these guiding principles, the Aldershot, Burlington and Appleby GO Mobility Hubs each required unique considerations with respect to the location and distribution of building heights and the development of preliminary streets and parks and open space systems based on the existing context within and around the hub, which was informed, in part, by public and stakeholder feedback. The following characterizations and additional considerations also informed the development of the respective preferred concepts.

### **Aldershot GO Mobility Hub**

The existing area around the Aldershot GO Mobility Hub is comprised of several established residential areas adjacent to the Mobility Hub boundary and includes the presence of existing low-intensity and land intensive employment uses. There is strong community support for revitalizing Plains Road into an attractive, mid-rise main street.

Within the Aldershot GO Mobility Hub, the following were identified as additional unique considerations for this area:

- Recognizing the need to vary the maximum heights for new mid-rise development within the hub in order to achieve sensitive transitions to established residential neighbourhood areas outside of the hub;
- Concentrating higher intensity development on large brownfield/greyfield sites that contain existing employment uses in order to encourage mixed use development;
- Recognizing the existing employment function in the area and planning for future employment and commercial uses in the hub;
- Planning for flexible commercial and retail spaces that can respond to the changing commercial / retail landscape;

- Creating new streets and active transportation connections to enhance the existing transportation network, including the establishment of new east-west corridors which will improve permeability through the area for pedestrians and cyclists and mitigate traffic associated with future growth; and
- Focusing height away from Plains Road and towards the rail corridor to concentrate future residents in close proximity to the GO station and to maintain the mid-rise vision for Plains Road.

### **Burlington GO Mobility Hub**

The existing area around the Burlington GO Mobility Hub is comprised of large parcels in areas heavily fragmented by rail/spur lines, grade separated overpasses and underpasses and wide arterial City and Regional streets. The study area does not contain any existing residential uses (with the exception of the tall residential Paradigm development under construction) and lacks any functional parks or open spaces. Most of the properties currently contain large-scale and/or auto-centric commercial uses as well as heavy employment uses both within and adjacent to the study area.

Within the Burlington GO Mobility Hub, the following were identified as additional unique considerations for this area:

- Limiting intensity in areas within close proximity to existing industrial uses which continue to have a planned employment function;
- Locating the highest intensity developments in locations that will support strong active transportation and frequent transit corridor connections as well as provide new uses and amenities that will support the planned functions of both the Urban Growth Centre / Downtown Mobility Hub and the Burlington GO Mobility Hub; and
- Planning for a potential future Provincial Inter-Urban Transitway through the area that connects to the Burlington GO Station, subject to further discussion with the Province regarding proposed amendments to the Parkway Belt West Plan.

### **Appleby GO Mobility Hub**

The existing Appleby GO Mobility Hub is largely comprised of existing employment uses north of the rail line including offices, manufacturing and industrial uses. The area south of the rail line is characterized by low and mid-rise residential development south of Fairview Street as well as large employment lands along Fairview Street, some of which are vacant or undeveloped in the area around the Appleby and Fairview intersection. The area is well served by a major park (Sherwood Forest Park) and has direct access to the Centennial Multi-Use Pathway connecting the area directly to Downtown.

Within the Appleby GO Mobility Hub, the following were identified as additional unique considerations for this area:

- Providing new parks and open spaces to serve employment areas and employees;
- Generally allowing for higher intensity development on employment lands to help establish the hub as a major employment destination;
- Concentrating the highest intensity employment uses in close proximity to the GO Station, Appleby Line and the QEW corridor, north of the rail corridor; and
- Creating new streets and active transportation connections to enhance the existing transportation network to improve permeability for pedestrians and cyclists and mitigate traffic associated with future growth.

### **Employment Land Conversion Process**

Within the Aldershot, Burlington and Appleby GO Mobility Hubs, there currently exist Locally and Regionally identified employment lands. As part of the New Official Plan process, the City studied its employment lands. As part of the “Burlington Employment Lands Policy Recommendations and Conversion Analysis Report” prepared by Dillon Consulting, both City and privately initiated employment conversions were considered. The report also included a detailed analysis with respect to employment lands in close proximity to Mobility Hubs. The outcome of the analysis was to establish which lands would be preliminarily recommended for conversion. It is critical to note that a recommendation for conversion does not imply that the lands are no longer intended to serve an employment function. Rather, a preliminary recommendation to convert should be understood to mean that the City wants to achieve a mix of uses including employment, commercial and residential. Equally important is to reinforce that a potential mix of uses does not necessarily include residential uses, but could include a broader range of commercial uses.

The City’s preliminary recommendations for the conversion of employment lands can be organized into two categories: those conversions to support sites with unique constraints; and, those conversions to support the emerging urban structure. Employment land conversions within the Mobility Hubs support the emerging urban structure and constitute the majority of lands and parcels preliminarily recommended for conversion.

The proposed New Official Plan (staff report PB-50-17, Proposed New Official Plan, November 2017) presents the proposed Area of Employment overlay which both removes and adds land from the Regional Area of Employment overlay. Lands that are

proposed to be removed from the Regional Area of Employment overlay will be deferred and considered subject to the Region of Halton Official Plan Review.

The ASP process will proceed with planning of these lands in the context of the broader objectives of the Mobility Hubs Study and the guiding principles and unique considerations for each of the hubs. The ASP process also plans to achieve new employment uses within the Mobility Hubs which are compatible in a mixed use context.

### **Next Steps**

Staff will use the preferred concept for each Mobility Hub to develop the Area Specific Plan for each Mobility Hub.

Preliminary technical information regarding the projected densities; market analysis; environmental studies; stormwater, water and wastewater assessments; cultural heritage resource assessments and archeology are provided in the attached memos contained in Appendices A – C. Additional detailed technical information will be brought forward with the delivery of the Area Specific Plans to Council in Q2 of 2018.

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### **Connections:**

The Downtown Mobility Hub Area Specific Planning process has been conducted concurrently to the new Official Plan process. The Downtown Mobility Hub process has resulted in new policies, and schedules that have been incorporated into the proposed new OP through staff report PB-50-17 titled, "*Proposed New Official Plan, November 2017*".

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### **Public Engagement Matters:**

The Mobility Hubs Team has conducted a series of formal and informal public consultation events for each of the GO Station Mobility Hubs.

#### **Public Engagement Methods**

During the visioning stage for the three GO Station Mobility Hubs in May 2017, staff collectively engaged with approximately 130 people through public workshops, drop-in open houses and Coffee Shop Consultations.

During consultation on "Draft Concepts" for the three GO Station Mobility Hubs during September and October 2017, staff collectively engaged with approximately 175 people through public workshops, as well as drop in Open Houses.

In addition to these meetings and events, staff has engaged with various stakeholders and residents in person, via email and by phone.

### Public Engagement Advertisements

Public consultation sessions were advertised through City Update in the Burlington Post; on social media including Facebook posts and tweets on Twitter; bus advertisements; email blasts; and direct mailings to both the immediate study areas and the 120 m buffer around the study areas.

In addition, special media appearances on local television shows, Burlington Matters and #TheIssue, as well as articles in Novae Res Urbis (NRU) have helped to promote awareness of the Mobility Hubs Study.

### Public Engagement Summaries by Mobility Hub

Aldershot GO Mobility Hub		
Public Communication / Engagement	Date	Stats
Public Meetings	May – Sept 2017	111
Drop-in Open Houses, Coffee Shop Consultations and Neighbourhood Walking Tour	May - Oct 2017	68
Online Visioning Survey	May – Oct 2017	86
Email Notifications	May- Sept 2017	125
Mailings (Canada Post)	April – Sept 2017	1,514
Facebook Post		
People Reached:		63,152
Shares:		140
Comments:		130
Reactions:		354

<b>Burlington GO Mobility Hub</b>		
<b>Public Communication / Engagement</b>	<b>Date</b>	<b>Stats</b>
Public Meetings	May – Sept 2017	40
Drop-in Open Houses & Coffee Shop Consultations	May - Sept 2017	12
Online Visioning Survey	May – October 2017	88
Email Notifications	May- Sept 2017	98
Mailings (Canada Post)	April – Sept 2017	1,982
Facebook Post		
People Reached:		61,047
Shares:		157
Comments:		149
Reactions:		489

<b>Appleby GO Mobility Hub</b>		
<b>Public Communication / Engagement</b>	<b>Date</b>	<b>Stats</b>
Public Meetings	May – Oct 2017	55
Drop-in Open Houses & Coffee Shop Consultations	May - Sept 2017	22
Online Visioning Survey	May – October 2017	106
Email Notifications	May- Sept 2017	110
Mailings (Canada Post)	April – Sept 2017	1,869
Facebook Post		
People Reached:		78,619
Shares:		163
Comments:		193
Reactions:		597

## **Conclusion:**

The delivery of preferred concepts for the three GO Station Hubs represents an important milestone towards the creation of the Area Specific Plans (ASPs) for the GO Station Mobility Hubs.

The preferred concepts for the GO Station Hubs achieve key city-building objectives including: creating feasible opportunities for the establishment of parks and open spaces; the conservation of existing cultural heritage resources; the provision of a variety of housing forms to attract a broad range of demographics; the provision of sites for future community and public services; the concentration of tall buildings in proximity to major transit stations and to current or planned frequent transit corridors; the inclusion of built form transitions to established low density residential neighbourhoods; and the provision of development permissions that will attract future population and job growth.

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Respectfully submitted,

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## **Appendices:**

- A1. Aldershot GO Mobility Hub Preferred Concept and Supporting Technical Memos
- A2. Public Consultation Summary for Aldershot GO Mobility Hub Draft Concepts
- B1. Burlington GO Mobility Hub Preferred Concept and Supporting Technical Memos
- B2. Public Consultation Summary for Burlington GO Mobility Hub Draft Concepts
- C1. Appleby GO Mobility Hub Preferred Concept and Supporting Technical Memos
- C2. Public Consultation Summary for Appleby GO Mobility Hub Draft Concepts

**Notifications:**

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Mobility Hubs Project Contact List

**Report Approval:**

All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.